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TERMS OF REFERENCE  
FOR THE REVIEW OF  
MILITARY FLYING OPERATIONS  
BASED AT GOOSE BAY, LABRADOR

OCT 1 - 1986  
University of Toronto

Mandate of the Environmental Assessment Panel

The Environmental Assessment Panel established by the Minister of Environment is to undertake a review of the environmental and socio-economic issues associated with low level flight training in Labrador and in the Northern and lower north shore parts of Quebec.

Scope of the Review

The review will examine:

- 1) the existing and anticipated low level flight training being carried out in accordance with bilateral agreements with NATO allies; and
- 2) a proposal to establish an integrated Tactical Fighter Weapons Training Centre (TFWTC) for training NATO Air Forces. The proposed TFWTC would require airport and infrastructure expansion, as well as training facilities at Goose Bay and the development of tactical weapons ranges in Labrador.

The Panel will consider the impacts of current, planned and proposed military flight training activities on the quality of the environment and on its natural resources, particularly on wildlife, such as the caribou, which are important to native livelihood. A joint study has been commissioned by the Federal and Newfoundland governments on the effects of current flying

activities on caribou. The Panel will also review the public health effects of low flying aircraft on the affected populations in the region. A study on the subject has been initiated by the Canadian Public Health Association under the sponsorship of the Newfoundland Government. Data examined will include both of these studies, although they should not be considered as the total information base for the review of these questions.

The Panel will review the socio-economic effects of the proposal on communities and people in the Goose Bay area and on the Labrador coast as well as on permanent and temporary settlements, including traditional hunting, fishing and trapping camps as well as outfitting campsites within flight corridors and target practice areas. The effects to be reviewed include impacts on employment and economic development, on community facilities and infrastructures, and on native social organization, lifestyles, land use and wildlife harvesting.

Issues related to land use by the native people are within the scope of the review. However issues related to land claims policy are not within the scope of the review and neither is Canada's defence policy.

There are other activities planned in the region (i.e. the new North Warning Radar System in Labrador and the concurrent development of Gull Island and/or Muskrat Falls hydroelectric projects with a potential sawmill operation) which will not be reviewed by this Panel. However information on planned activities would be provided to the Panel so it may understand the cumulative impacts, if any, resulting from the activities it will review and other activities planned in the region.

In addition to being reviewed under the Environmental Assessment and Review Process, the project is also subject to the federal impact assessment process of the James Bay and Northern Québec Agreement (JBNQA). The panel will therefore give due consideration to the guiding principles stated in section 23.2.2

and 23.2.4 of the JBNQA in its review. These principles are appended to this document.

Project Description

The existing low level flight training planned for the summer of 1986 involves the use of the Goose Bay airfield, flying areas, buildings, facilities, infrastructure and equipment. Flying areas would consist of 100,000 km<sup>2</sup> of airspace identified in the project description. Between 60 and 75 aircraft making up to 150 sorties daily are at Goose Bay during training periods. Areas in Labrador and Quebec, suitable for low level flying training down to 100 feet above ground are used by the aircraft. Practice target areas in Labrador, would also be used by the aircraft.

The Tactical Fighter Weapons Training Centre would be established in the early 1990's. The combination of the existing and planned increase of low flying activities as well as the establishment of a TFWTC would result in modernization of existing facilities as well as significant expansion and new construction at Goose Bay. Practice target areas would also be used for the full range of conventional weapons, including high explosives.

The existing and expanded training and the TFWTC activities would involve a total of approximately 300 aircraft movements daily at Goose Bay airport. A multinational staff of 1700 would provide base support as well as 500 aircrew and 1500 groundcrew deployed on a temporary duty basis.

### Review Process

The review process will include the following:

1. formation of an Environmental Assessment Panel;
2. a scoping exercise to identify the priority issues and concerns to be addressed in the review followed by the issuance of draft guidelines for the preparation of an Environmental Impact Statement (EIS). The guidelines will be finalized following discussion at public meetings and issued to the Proponent for preparation of the EIS;
3. distribution of the EIS by the Panel to the public and government agencies for review and comment;
4. if necessary, following the review of the EIS, a request by the Panel to the Proponent for more information;
5. public meetings to be held by the Panel to hear views and comments on the low level flight activity and the TFWTC proposal and their environmental and socio-economic effects;

### Reporting

The Panel will submit a report to the Minister of Environment and to the Minister of National Defence. The report will recommend measures to minimize adverse impacts of existing low level flight training being conducted in accordance with a bilateral agreement with NATO allies and will indicate whether the proposed TFWTC should proceed or not and if so under what conditions. All efforts will be made to ensure that the review process and the submission of the Panel's report are completed within a reasonable amount of time to allow a prompt response by Canada to any invitation to host a TFWTC. (Currently, it appears that such a decision will have to be made early in 1988).

## APPENDIX

### JAMES BAY AND NORTHERN QUEBEC AGREEMENT

#### GUIDING PRINCIPLES OF THE ENVIRONMENTAL AND SOCIAL PROTECTION REGIME

23.2.2 The said regime provides for:

- a) A procedure whereby environmental and social laws and regulations and land use regulations may from time to time be adopted if necessary to minimize the negative impact of development in or affecting the Region upon the Native people and the wildlife resources of the Region;
- b) An environmental and social impact assessment and review procedure established to minimize the negative environmental and social impact of development on the Native people and the wildlife resources of the Region;
- c) A special status and involvement for the Native people and the other inhabitants of the Region over and above that provided for in procedures involving the general public through consultation or representative mechanisms wherever such is necessary to protect or give effect to the rights and guarantees in favour of the Native people established by and in accordance with the Agreement.
- d) The protection of the rights and guarantees of the Native people established by and in accordance with Section 24;
- e) The protection of the Native people, their economies and the wildlife resources upon which they depend;
- f) The right to develop in the Region.

23.2.4 The concerned responsible governments and the agencies created in virtue of this Section shall within the limits of their respective jurisdictions or functions, as the case may be, give due consideration to the following guiding principles:

- a) The protection of Native people, societies, communities and economies, with respect to developmental activity affecting the Region;
- b) The environmental and social protection regime with respect to minimizing the impacts on the Native people by developmental activity affecting the region;
- c) The protection of the hunting, fishing and trapping rights of Native people in the Region and their other rights therein with respect to developmental activity affecting the Region;
- d) The protection of wildlife resources, physical and biotic environment, and ecological systems in the Region with respect to developmental activity affecting the Region;
- e) The involvement of the Native people and other inhabitants of the Region in the application of this regime;
- f) The rights and interests of non-Native people, whatever they may be;
- g) The right to develop, in accordance with the provisions of the Agreement, by persons acting lawfully in the Region;
- h) The minimizing of negative environmental and social impacts of development on Native people and non-Native people and on Native and non-Native communities by reasonable means with special reference to those measures proposed,

recommended or determined by the impact assessment and review procedures.



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### List of Panel Members

**Dr. David H. Barnes** as Panel Chairman. Dr. Barnes is Director of the Atlantic Region of FEARO. He is from the Newfoundland Department of Environment and is on an interchange arrangement with the Federal Environmental Assessment Review Office.

**Mr. W.D. Stewart**, retired Brigadier General from the Canadian Armed Forces. His last position was Deputy Commander of NORAD, which included responsibility for the training, equipping, maintaining and employment of U.S. and Canadian air defence forces in NORAD.

**Mrs. Beatrice Watts**, Director of the Native Curriculum Center of Labrador which develops textbooks in native languages. She is originally from Nain and is a former Mayor of Northwest River. She was a member of the National Status of Women Council in 1983-84. She has also been involved with Labrador Legal Services which provides court assistance for native people.

**Mr. Tom H. Northcott**, a biologist who has extensive experience in Newfoundland and Labrador. He is vice-president of Northland Associates Ltd., a consulting firm in environmental and renewable resources questions. Previously, he was a research biologist with the wildlife division of the Government of Newfoundland.

**Dr. Paul F. Wilkinson**, a biologist who has worked extensively with the Naskapi people of Northern Quebec. He is currently a consultant established in Montreal. He has been involved in the negotiation and implementation of the Northeastern Quebec Agreement as an advisor to the Naskapis.

**Mr. Tim McNeill**, he owns a small business in Makkovik Labrador. He is knowledgeable about the concerns of the Inuit people of Labrador. He was involved in the provincial environmental review of the proposed Kitts-Michelin Uranium Mine in Labrador.

**Mr. William Jourdain**, a Montagnais Indian from Sept-Iles. He has been active in band affairs and has been administrative director of the Galeries montagnaises a shopping centre in Sept-Iles. He worked for the Iron Ore Company for twenty years and is now retired.





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